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A DESCRIPTION OF

THE BUREAU OF COMPULSORY EDUCATION

OF THE CITY OF

PHILADELPHIA

SHOWING HOW ITS

ORGANIZATION AND ADMINISTRATION

BEAR UPON THE PROBLEMS OF

COMPULSORY EDUCATION

IN THE CITY OF

NEW YORK

PREPARED BY

HOWARD W. NUDD

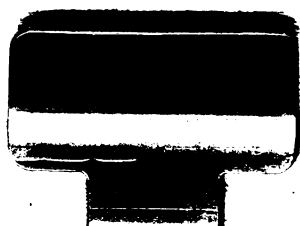
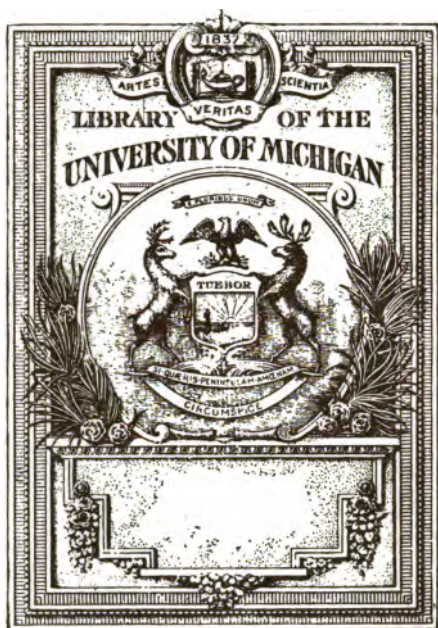
PUBLIC EDUCATION ASSOCIATION OF THE CITY OF NEW YORK

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Introduction.

On January 7, 1910, the Bureau of Municipal Research of the city of Philadelphia, through its Director, Dr. Jesse D. Burks, submitted to the Superintendent of Schools a report on the efficiency of the Bureau of Compulsory Education of The Board of Public Education. This investigation was begun and carried on with the hearty consent and co-operation of the school authorities. The purpose was to ascertain the actual facts in the situation and render constructive suggestions for reorganization. The fairness of the investigation, due to its helpful attitude toward the school authorities, made its recommendations gladly welcomed and led to vigorous effort on the part of the school officials to put its suggestions into practice. No publicity was given to the work, either through published reports or sensational newspaper articles, but its findings were submitted in manuscript form to the Superintendent of Schools.

It is interesting, three years after the presentation of this report to the school authorities of Philadelphia, to see what has been accomplished. The conditions revealed were deplorable. Every one in the school system had been aware of the unsatisfactory condition of affairs and was ready to change the order of things when the proper opportunity was presented. The Bureau of Municipal Research wisely realized that its function was not merely to point out the obvious imperfections of the system, but to assume the truly expert and professional rôle of the constructive engineer by analyzing the situation from top to bottom, through material placed freely at its disposal by the school authorities, picturing the state of affairs as it existed, pointing out the weaknesses as it saw them, making recommendations for reorganization, and then placing its experts at the disposal of the school authorities and co-operating with them in testing out its own recommendations through actual application in the school system. As a result, a remarkable transformation of the administration of the compulsory education law has been wrought in

Philadelphia. Within three years, the old order of things has completely passed away and a new order exists which is producing results.

This new order, however, has grown out of rather than followed explicitly the recommendations of the original report of the Bureau of Municipal Research. While the Bureau of Municipal Research gave the original impetus to the work, the present system has been developed and perfected by the school authorities themselves. All of the forms originally devised have been modified in accordance with the suggestions of experience or replaced by new ones; and many entirely new forms and practices in connection with the census and the roll-book and the entire treatment of special cases have been since introduced, so that the present system is in many respects a great improvement over that which was originally contemplated. The reorganization of the system has been effected by Mr. Henry J. Gideon, Chief of the Bureau of Compulsory Education, under the general supervision of Dr. Oliver P. Cornman, Associate Superintendent of Schools. During the summer of 1911, Mr. Raymond S. Slotter, of the Bureau of Municipal Research of Philadelphia, co-operated closely with these school officials in formulating the first records used in the work, and since that time the Bureau of Municipal Research has stood ever ready to co-operate with the school authorities.

The experience of Philadelphia has amply demonstrated the wisdom of the Bureau of Municipal Research of that city in making its report merely preliminary to the real work of reorganization. By seeking rather than demanding the co-operation of the school officials it was able to secure such co-operation more easily and bring about more quickly than otherwise the purpose for which its investigation was made—the *continuous reorganization* of the Bureau of Compulsory Education by the school authorities rather than the mere compilation of a report upon its defects. This experience in Philadelphia is cited at length because it furnishes an example of the method that must be pursued by public and private agencies in New York City in assisting the Board of Public Education to solve its problems of school attendance. The problem in New York City is much more complex than in Philadelphia; the unsatisfactory condition of affairs is recognized;

what is needed is not so much facts to show that the compulsory education service must be radically improved, but facts and constructive suggestions to show *how* it can be improved, and a willingness on the part of all concerned to get together and work out the proper solution. The development and perfection of an efficient system in this field as in all other phases of school work must be worked out primarily within the school system itself. The greatest service outside agencies can render is to point the way through sound constructive suggestions toward a proper solution.

It is with this object in view that the following description of the organization and administration of the Bureau of Compulsory Education of Philadelphia has been prepared. It should offer valuable suggestions to the New York authorities who are engaged in reorganizing their work on a more efficient basis. Its appearance in this complete form, however, would have been impossible but for the courtesy of both Dr. Cornman and Mr. Gideon, who have been most generous with their time and attention in making clear the procedure at every point.

The Organization and Administration of the Bureau

Function of the Bureau.

The Bureau of Compulsory Education of the City of Philadelphia performs the three-fold function of taking the school census, enforcing school attendance and issuing employment certificates. It is an organic part of the public school system, responsible to The Board of Public Education through the Committee on Elementary Schools.

Central Administrative Machinery.

The Bureau is in official relation to the Department of Superintendence through Associate Superintendent Dr. Oliver P. Cornman, to whom general supervision of Records and Special Education is also assigned. In this way the work of enforcing school attendance is functionally correlated with such phases of the school system as special classes, social centres, medical inspection, school nurses, trades schools and evening schools. The actual administration of the work, however, is directly in charge of Mr. Henry J. Gideon, Chief of the Bureau, who has at present a staff of thirty-eight attendance officers and sixteen clerks, assigned to duty in the following manner:

District Administrative Machinery.

The ten school districts of the city are the basis for the distribution of the attendance staff. These districts have been recently redetermined from the school population of the city and have been made as equal in size of school population as the location of schools and natural barriers permit. The district headquarters of the Bureau of Compulsory Education are located in the same buildings as the offices of the several district school superintendents, but the attendance officers and clerical force

assigned to the attendance work are entirely independent of the district superintendents and are responsible to the Chief of the Bureau of Compulsory Education. Thirty-seven attendance officers are assigned to the ten attendance districts, the number per district varying from three to four, according to the area of the district and the number and character of cases reported for investigation. To each district office there is also assigned a clerk, who takes charge of all the census and attendance records of the district, makes reports to the central office and in a general way receives, distributes to the attendance officers, and checks up the cases of non-attendance reported by mail each day from the schools of the district. The work of investigation is divided as equally as possible among the several officers of the district by assigning to each a number of schools covering a territory of practically *equal difficulty* as to the number and character of cases reported. One of the officers assigned to each district is designated as the direct representative of the central office, and to him special cases and other special duties from time to time are referred by the Chief. He does not, at present, act as a superior in command to the other officers of the district, but the entire force is under the immediate direction of the Chief of the Bureau. It is planned, however, to make this special officer chief of the district squad, thereby facilitating the administration of the field work from the central office, as well as offering an incentive to promotion within the rank and file of the attendance staff.

Work of the Central Office.

At present one specially trained officer is attached to the central office and takes charge of all court cases under the immediate direction of the Chief. Six clerks are also attached to the central office. One of these, known as the chief clerk, takes general charge of the details of the office and acts as assistant to the Chief of the Bureau. The duties of the remaining five are to a certain extent flexible, their services being required for different functions according to the stress of work at any particular time. In general, however, there are two clerks assigned to the work of issuing employment certificates, one to records and supplies, one to reports and general records of schools and one to social service work.



Work of the Attendance Officers.

During the period in which school is in session the attendance officers are engaged exclusively in investigating cases of non-attendance. In the latter part of June and in the summer months, they are engaged in taking the school census by a house-to-house canvass. During the year the census is amended only by reports of change of enrollment received weekly from the schools. Employment certificates are issued daily from the central office throughout the year.

The possibility of using the attendance staff in New York City during the summer months for amending and checking up the permanent census records is obvious. While this could be done under the present system of administration through co-operation between the Permanent Census Board and the Division of Compulsory Education of the Department of Education, it could be more readily brought about by uniting these two departments under one management.

I. Maintaining the School Census.

Provisions of the Census Law.

The first function of the Bureau of Compulsory Education of the City of Philadelphia is the taking of the annual school census.

Under the laws of Pennsylvania, the school census must be taken annually by the school authorities between April 1 and September 1. In practice, it is taken in the latter part of June and in July. The enumeration includes all children between six and sixteen years of age. The facts are gathered by house-to-house canvass and are entered in census books prescribed by the law. The form used for this purpose is shown on the accompanying insert (Plate 1). The upper and lower half indicate, respectively, the material called for on the odd and even pages of the census book.

Directing the Census.

The enumeration of the census is directed from the central office by the Chief of the Bureau and a careful check of the work of each district office is kept by the clerks, to whom the officers make daily reports on the following form (Plate 2).

PLATE 2.

CENSUS DAILY REPORT CARD.

DIST. NO.		ENUMERATOR				NO.		DAY AND DATE				Rec'd Date	
TIME			SECTION	BLOCK	NUMBER OF NAMES	SIDE OF STREET				STREET			
BEGAN	FINISHED	NO. OF MIN.				N.	S.	E.	W.				
TOTALS						*Encircle the last "Block No." entry when "block" completed.							

(Size 3½ by 5½ in.)

A summary of the progress of the enumeration in each district is given by telephone at the close of each day to the central office and is there tabulated to show at a glance the extent of the city covered and the number of names secured. The tabulation of the details of the census is done by contract through the Statistical Service Company.

Card Census File.

While the house-to-house enumeration is thus entered in books prescribed by the State law, for practical purposes the census is kept on the form shown in Plate 3, one of which is filled out for each child enumerated:

(Size 3 by 5 in.)

These card-records are filed in the district offices, alphabetically within schools or institutions attended. Provision is also made for filing alphabetically the records of children who for any reason are not attending school as required by law. The following method of preparing and amending them is used:

All schools, public, parochial and private, and all institutions for children, are required to file in the district office a card for each child enrolled in the school or institution. Such cards were originally made out for all children enrolled in the schools in June, 1911. Since then the file has been corrected and kept up to date in the following manner:

1. When the annual enumeration is made in the summer months, the information so secured is compared with the records on the cards already in the district offices, and discrepancies are noted and corrected. Schools are notified at the beginning of the term in September of the pupils whom they should have on their

rolls at that time, and an effort is made by the attendance officers to follow up the pupils who have failed to make their appearance and see that as many as possible are enrolled.

2. The several schools at the close of each week send to the district office a card properly filled out for each child "admitted" who has not been in attendance at any school in Philadelphia, and is six years of age or over.

3. The several schools at the close of each week send to the district offices on the following form (Plate 4) :

(a) The information indicated regarding pupils "admitted" who have been attending other schools in Philadelphia.

(b) The information indicated regarding all pupils "dismissed."

In addition, all pupils other than those transferred to other public schools, who have left school for any reason, are now reported for investigation by the attendance officers on the absence report slip, described on pages 22 and 23, under the section on the enforcement of regularity of attendance.

By means of the information on these forms, the clerks in the district offices are able to make by mail the necessary transfers from one district office to another, of the census cards and other records of pupils entering or leaving the district, and to enter such changes in the census records as the admission, transfer or dismissal of children necessitates. It also enables the attendance officers to follow up such pupils readily and see that they are finally enrolled in school.

In June and February, or at other times when large numbers of pupils are moved from one school to another, special arrangements for reporting changes may be made by the district clerk with the principal of the school. It is suggested that the school *sending* the pupils make a list in duplicate of the pupils to be transferred or promoted, one of which can be sent to the principal receiving the pupils and the other to the attendance district office. Any other special arrangement, however, which will serve the purpose is permitted.

SCHOOL, DIST. NO. _____ FOR WEEK ENDING _____ 191____
(Forward to the Attendance District Office.)

Principal

[illegible]

II. Enforcing Regularity of Attendance.

Provisions of the Compulsory Education Law.

The second function of the Bureau of Compulsory Education of Philadelphia is the enforcement of regularity of attendance at school of enrolled pupils.

The Compulsory Education Law of Pennsylvania provides that any one between the ages of six and twenty-one years, having a legal residence in the state, *may* attend public school in the district in which he or she resides and that every child between the ages of eight and sixteen years *must* attend a day school in which the common branches are taught. Such attendance must be *regular*. The law, however, provides the following exceptions:

1. Children between the ages of fourteen and sixteen years may be excused from school, provided:

- (a) They have an employment certificate issued according to law and
- (b) they are regularly employed (employment in domestic service is accepted).

2. Children may be *permanently excused* from school by the *Bureau of Compulsory Education* for mental, physical or other urgent reasons.

3. Children may be *temporarily excused* from attendance for a short period by the principal, for mental, physical or other urgent reasons. The term "urgent reasons" is to be strictly construed and not to permit of irregular attendance.

Principals of public and private schools are required to report to the Bureau of Compulsory Education the names of all children who have been absent three days or six sessions (not necessarily continuous) without lawful excuse. Thereafter every unexcused absence is reported. It is further provided that any public or private school official who shall violate or fail to comply with the requirements of the law shall become liable to a penalty, and that the State Superintendent of Public Instruction may withhold any or all of the State appropriations of any school district if the provisions of the law in regard to compulsory attendance are not satisfactorily enforced. The necessity for close co-operation between the Bureau of Compulsory Education and all schools, both public and private, is thus clearly indicated.

Factors in the Efficient Enforcement of the Law.

The efficient enforcement of a compulsory school law implies:

1. An accurate record of attendance of each pupil maintained by the teachers, that is, an accurately kept roll-book.
2. A simple uniform method of referring cases to the attendance department by teachers, principals and outside agencies.
3. A simple, uniform and thorough method of investigating, following up, and reporting back cases to the school authorities by the attendance officers, and of handling court cases and cases referred to social agencies by the central office.

These three factors have been secured by the Philadelphia Bureau of Compulsory Education through the following series of forms, uniform in size and perforation for filing together where needed, distinctive in color for quick identification, and so arranged as to permit of ready transcription of data from one to another without rearrangement or resegregation.

1. The Class Roll-Book.

An accurate daily record of the attendance of each pupil is secured through a uniform class roll-book, mandatory in the public schools throughout the city. Steps are being taken to have this book introduced into parochial and private schools also. A separate book is provided for each class, and each child has a separate loose-leaf record for the year. The form on the next page (Plate 5) is used for this purpose, containing the following information:

1. Information necessary for identification, at the top.
2. Absence and lateness for each day in each school month. (The heavy line between January and February marks off the two terms of the school year.)
3. A monthly summary of attendance, conduct, effort and work, copies of which are sent at the close of each month, on separate cards, to the parent or person in parental relation.
4. Memoranda concerning the child, which can be expanded to any desired length by the insertion of additional sheets of paper. White sheets are used for girls and salmon for boys.

Parents or Guardian	Date of Birth Month Day Year	First Name	Last Name
Residence			
Residence			

RECORD OF ATTENDANCE—School Year Ending June 30, 191

DATE	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
SEPT.																														
OCT.																														
NOV.																														
DEC.																														
JAN.																														
FEB.																														
MAR.																														
APR.																														
MAY																														
JUNE																														

MONTHLY REPORT

MONTH	SESSIONS			Conduct	Effort	Present Standing	Work is Satisfactory in all Subjects Except Those Marked I																						
	Pres.	Abs.	Late				Arith.	Lang.	Read.	Spell.	Penn.	Draw.	Geog.	Hist.	P.														
SEPT.																													
OCT.																													
NOV.																													
DEC.																													
JAN.																													
FEB.																													
MAR.																													
APR.																													
MAY																													
JUNE																													
TOTAL																													

MEMORANDA

ROLL BOOK

School Year ending June 30, 191—

..... School. Dist. No.

..... Teacher. Grade. Room No.

Directions

1.—Use salmon leaves for boys; white leaves for girls.

2.—For *Attendance Records* use the following

Symbols

ABSENT		LATE		ADMITTED	DISMISSED
UNEXCUSED	EXCUSED	UNEXCUSED	EXCUSED		
A. M. ○	Ø	/	X	A	D
P. M. ○	Ø	/	X	A	D

(NOTE:—Use Ø to change a record of excused absence (Ø) to one of unexcused absence.)

Use 1, 2, 3, etc. to record the "Report No." of the "Absence Report Slip" (Form 74).

3.—Record "Conduct" and "Effort" by *letters*; "Present Standing" by *numbers*, in accordance with the following

Scale of Marks

SATISFACTORY	UNSATISFACTORY
10 or D=Distinguished.	6 or P=Poor.
9 or E=Excellent.	5 to 0, or V. P.=Very Poor.
8 or G=Good.	
7 or F=Fair.	

4.—When a pupil is dismissed," complete the record to date and send it to the office.

(NOTE:—On the monthly report card enter the record for the current month to date *in pencil*, and send the card to the office.)

5.—When a pupil is transferred to another class within the school, transfer the roll-book leaf with him.

6.—At the close of the school year, remove the leaves from the cover, fasten them securely, and send them to the office.

The preceding sheet of instructions (Plate 6) accompanies each book.

By thus prescribing how every teacher shall enter the necessary data concerning each child, the original attendance records in the public schools are readily made uniform throughout the city and serve as an admirable basis for any subsequent action that must be taken by the Bureau of Compulsory Education.

In addition to the loose-leaf records, each roll-book is also provided with the following sheet (Plate 7), which enables the teacher to see at a glance the entire roll of her class, and serves as an index to the order in which the pupils' attendance records are arranged in the book. It may be, for example, that for convenience of handling the roll, the teacher may prefer to arrange the records according to the seating of her pupils rather than alphabetically.

PLATE 7.

CLASS ROLL SHEET.

CLASS ROLL		GRADE.	ROOM No.
BOYS		GIRLS	
1		1	
2		2	
3		3	
4		4	
5		5	
36		36	
37		37	
38		38	
39		39	
40		40	

Form 68—Class Roll Sheet. Philadelphia Public Schools.

(Actual size $5\frac{1}{2}$ in. by $8\frac{1}{2}$ in.)

2. *Reporting Cases to the Bureau for Investigation.*

A simple, uniform method of referring cases to the attendance department by the schools is secured in the following way:

Each session's absence from school is indicated in the teacher's roll-book as excused or unexcused according to the instructions given above (page 19). Decision in this particular is to be based upon the excuse for absence given by the parent or guardian and upon the teacher's judgment as to its validity. All unexplained absence is regarded as unexcused, and therefore unlawful, and when the child has been absent unlawfully three days or six sessions, he or she is reported to the attendance department for further investigation. By thus eliminating excused absences through the teacher, the number of cases reported to the compulsory attendance department is greatly reduced and the officers are relieved of a large amount of unnecessary work, since only unlawful absences and difficult cases are reported to them.

The attendance department is also notified of all pupils who have been absent on account of illness for a considerable length of time if, for verification, a physician's certificate is desired. In addition, all cases of transfer of pupils from one school to another are traced by the attendance officers, and no child can be permanently dismissed from the schools without permission from the Bureau of Compulsory Education.

The following form, buff in color, known as the *Absence Report Slip* (Plates 8 and 9), is used for reporting to the attendance department absence and dismissals other than transfers from one school to another. For the method of reporting transfers from one school to another, see page 15.

As in the case of the roll-book, a sheet of instructions (Plate 10) is provided, explaining in detail the use of this form:

* Parents or Guardian	* Date of Birth			* First Name	* Last Name
	Month	Day	Year		
* Residence				* School	* Dist. * Grade

REPORT OF SESSIONS ABSENT—SCHOOL YEAR ENDING JUNE, 191*

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
Sept.	*School																													
	Bureau																													
Oct.	*School																													
	Bureau																													
Nov.	*School																													
	Bureau																													
Dec.	*School																													
	Bureau																													
Jan.	*School																													
	Bureau																													
Feb.	*School																													
	Bureau																													
Mar.	*School																													
	Bureau																													
Apr.	*School																													
	Bureau																													
May	*School																													
	Bureau																													
June	*School																													
	Bureau																													

* Entry to be made by the school

Report	SESSIONS ABSENT							DATE OF							Treat-ment
	*School Summary			Bureau Summary				* Report	Invest-igation	Phys. Cert.	Prob-able Return	* Return	Prelim-inary Notice	Report to Central Office	
	Ex-cused	Unex-cused	Total	Drop Name	Lawful Cause	Unlawful Cause									
1															
2															
3															
4															
5															
6															
7															
8															
9															

SPECIAL INFORMATION OR COMMENT

*School

Bureau

Mailing

For

Here

Fold

* Entry to be made by the school

REPORT: REASON FOR DISMISSAL

Date

*Mo. Day

*School

Bureau

*School

Bureau

*School

Bureau

DIRECTIONS FOR USE OF ABSENCE REPORT SLIP

I. PUPILS TO BE REPORTED (8 to 16 years of age only).

1. **ABSENCE.**—Report pupils who have been absent three days or six sessions without lawful excuse, and thereafter for every additional unexcused absence.

Report pupils whose transfer records have been received but who have failed to appear within three days.

Report pupils who have been absent on account of illness if, for verification, a physician's certificate is desired.

2. **DISMISSAL.**—Report pupils whose names you wish to drop from the roll, except in case of transfer to other public schools.

II. INFORMATION TO BE FURNISHED BY THE SCHOOL.

1. IN CASE OF ABSENCE.

(a) Make a transcript of the roll-book leaf record.

(b) Fill in the "School Summary."

(c) Record "Special Information or Comment" opposite the proper report number.

(d) If the pupil fails to return on the date of probable return, make another report of the case.

NOTE.—If such report is not received on the day following, it will be assumed by the Bureau that the child has returned.

2. IN CASE OF DISMISSAL.

(a) If the child has had an Absence Report Slip, bring the absence record up to date and record the "reason for dismissal."

(b) If the child has not been previously reported, the absence record may be omitted.

3. IN CASE OF TRANSFER.

If the pupil has been reported to the Bureau for absence, record the absence up to date of transfer and mail the slip with the other transfer records.

III. INFORMATION FURNISHED BY THE BUREAU.

In making its report the Bureau will employ the following codes:—

1. CAUSES OF ABSENCE.

A DROP NAME.

- A-1 Enrolled elsewhere
- A-2 Incapacitated
- A-3 Not located
- A-4 Legally employed
- A-5 Left city
- A-6 Dead

B LAWFUL.

- B-1 Illness of child
- B-2 Illness in family
- B-3 Death in family
- B-4 Poverty
- B-5 Quarantine
- B-6 Court
- B-7 Inclement weather
- B-8 Other urgent reasons

C UNLAWFUL.

- C-1 Truant child
- C-2 Indifferent parent
- C-3 Illegally employed
- C-4 Other unlawful reasons

2. TREATMENT OF SPECIAL CASES.

1. Letter of warning to parent or guardian.

2. Interview.

(a) Parent or guardian. (b) Parent or guardian accompanied by child.

3. Conference with District Superintendent.

4. Referred to Bureau of Health.

(a) For physical examination.

(b) For mental examination.

5. Referred to Social Agency.

(a) Society for Organizing Charity.

(b) Home Missionary Society.

(c) Union Benevolent Association.

(d) Light House.

(e) P. E. City Mission.

(f) United Hebrew Charities.

(g) Church Aid.

(h) Children's Bureau.

(i) Children's Aid Society.

(j) Juvenile Aid Society.

(k) Society to Protect Children from Cruelty.

(l) Independent Social Workers.

(m) Germantown Relief Society.

(n) Philadelphia Juvenile Court and Probation Association.

6. Referred to Chief Probation Officer.

7. Prosecution in Juvenile Court.

(a) For probation. (b) For commitment.

8. Prosecution in Magistrate's Court.

(a) Discharged. (b) Continued. (c) Penalized.

9. Other special treatment.

This slip records the following information:

1. *Identification*.—This includes the first and last name of the child, the name of the parent or guardian, the date of the birth of the child, its residence, school, district, grade and room. Space is also provided for change in residence and school.

2. *Report of Sessions Absent*.—This provides for an exact transcript of the record in the teacher's roll-book to be entered in the upper line of spaces for the appropriate months. In the lower line the attendance officer reports by code for each day or group of days the reasons for absence found in his investigation.

3. *Summary or Cumulative Record*.—This is intended as a summary of all investigations concerning a given absentee during one school year. It also shows whether a case has been properly closed. The first time a case is reported to the attendance department in any given school year, the report is numbered No. 1; the second time, No. 2; and so on during the remainder of the year. The teacher records under the proper number, the total number of times the child has been absent since the last report to the attendance department, that is, the total number of sessions absent needing investigation in this instance, classified as excused or unexcused, as well as the date the report is rendered. After investigating the case, the attendance officer fills in the appropriate facts under "Bureau Summary" and records the necessary dates, as well as the nature of treatment, and his number, for identification. In entering the cause and the treatment of absence, the code given in the Directions for Use of the Absence Report Slips, Section III (page 24) is used.

4. *Special Information or Comment*.—On the reverse of the sheet is provided space for recording such additional information as the school officials or attendance officers may deem desirable. This space is also used in returning a case to the attendance department when the child fails to appear on the date of probable return, the teacher entering the fact in the space corresponding to the number of the report.

5. *Application for Pupil's Dismissal.*—(Excluding transfer from one public school to another). No child can be dropped from the roll until the Bureau has made an investigation of the case, based on the information submitted on the line provided for the school, and has given permission for such dismissal on the line provided for the Bureau. This includes among others, all children mentally or physically incapacitated who are to be permanently excused from attendance at school.

It will be noted that the form and content of the absence report slip is adjusted to the form and content of the roll-book sheet. It thus provides for an easy transcription of the necessary information from the roll sheet, and its size and perforation enable it to be kept permanently in the roll-book along with the roll sheet of the pupil to whom it applies. Its use is briefly as follows:

When a child is to be reported to the attendance department, the teacher makes out an absence report slip and sends it to the principal, who in turn mails it to the attendance district office. Here it is assigned to the proper attendance officer, who investigates the case, takes the necessary action for settling it, records the results on the form and returns it in person to the principal of the school after having transcribed the summary to the cumulative record card in the district office, described on pages 27 and 28. The principal then returns it to the teacher, who makes the necessary corrections in her roll-book and files it with the child's roll-book record, where it is ready for immediate use when the next occasion arises.

This absence report slip thus contains a complete cumulative record of the child's connection with the compulsory attendance department during a given term. A slip is made out for those pupils only who are reported to the Bureau. When the case is inactive, the slip is filed in the roll-book with the child's attendance record. Whenever it becomes necessary to use it again for any purpose, the necessary information can be easily recorded and it can be mailed to the attendance district office for immediate investigation. By the combined use of the roll-book and the absence report slip, each planned to meet the needs of the other, a simple, uniform procedure has been worked out that is almost automatic.

3. *Method of Handling Cases by the Bureau.*

While the procedure followed by the attendance department has been indicated in a number of instances above, a complete, connected account of it will show more clearly the thorough-going way in which the system of handling absence works.

As soon as the absence report slips reach the district office, which is usually in the first mail each morning, since principals are required to mail the slips at the close of each school day, they are turned over to the proper attendance officer by the clerk. The attendance officer makes an immediate investigation of the case, and except in cases of unexpected delay, reports back to the principal by the following day, indicating when the child will probably return or whether further action must be taken by the central office. A plain blank sheet is provided, of the same size and perforation as the absence report slip, upon which the attendance officer may record and leave with the principal any information concerning unfinished cases upon which he is still working.

In order that the district office may keep a record of all cases treated, both for reference and check, the following form, known as the cumulative record (Plates 11 and 12)), is provided on a three-by-five buff-colored card calling for a transcript of the information in the summary on the absence report slip (see pages 22 and 23).

PLATE 11.

CUMULATIVE RECORD CARD.

FACE.

*Parents or Guardian				*Date of Birth Month Day Year			*First Name			*Last Name				
*Residence							*School			*Dist.	*Grade	*Room		
REPORT OF SESSIONS ABSENT--SCHOOL YEAR ENDING JUNE, 191*														
Report	SESSIONS ABSENT				DATE OF								Treatment	Office No.
	*School Summary		Bureau Summary		* Report	Investigation	Phys. Cert.	Probable Return	Return	Preliminary Notice	Report to Central Office			
Ex-cused	Unexcused	Total	Drop Name	Lawful Number Cause								Unlawful Number Cause		
1														
2														
3														
4														
5														
Form 75 Cumulative Record Card. Bureau of Compulsory Education. Philadelphia Public Schools.														

(Size 3 by 5 in.)

PLATE 12.

CUMULATIVE RECORD CARD.

REVERSE.

Report	SESSIONS ABSENT				DATE OF								Treatment	Office No.
	*School Summary		Bureau Summary		* Report	Investigation	Phys. Cert.	Probable Return	Return	Preliminary Notice	Report to Central Office			
Ex-cused	Unexcused	Total	Drop Name	Lawful Number Cause								Unlawful Number Cause		
5														
6														
7														
8														
9														
10														
Application for Pupil's Dismissal (excluding transfer)	Date		REPORT: REASON FOR DISMISSAL											
	*No.	*Day	*School											
			Bureau											
			*School											
			Bureau											
			*School											
		Bureau												

(Size 3 by 5 in.)

Each morning the attendance officer makes a rough list of the cases assigned to him for investigation, giving the child's name, the school attended, and the number of times reported. Later in the day, the clerk prepares the cumulative records from this list, making out new cards for new cases and entering additional data on the cards of old cases already on file in the office. The following morning, while the officers are making out the rough list of their cases for that day, the clerk transcribes to the cumulative record cards from the absence report slips the results of the investigations of the previous day. The cards are then filed for future use and the absence report slips of investigated cases are distributed to the several officers and returned by them to the schools.

A white card of the same form as the above is provided for principals who wish to keep in their offices a cumulative record of cases reported from their schools to the district attendance office.

In investigating a case, the attendance officer takes the absence report slip and visits the home of the child. If the child is lawfully absent, the fact is recorded on the slip and returned to the school. If the child is ill, the following three-by-five certificate (Plate 13) is required of the attending physician. The fact that such a certificate has been issued together with the date of probable return of the child, is recorded on the absence report slip, which is returned to the school as before.

PLATE 13. PHYSICIAN'S CERTIFICATE.

NO..... PHILADELPHIA,.....191.....

I hereby certify that.....
 residing at
 and a pupil of.....School
 has been under my professional care since.....
 suffering with
 and in my judgment will not be able to attend school before *

.....Physician.

.....Street.

* If the physical or mental condition is of such character as permanently to prevent attendance at school, please state this fact.

Physician's Certificate—Bureau of Compulsory Education—Philadelphia.

(Size 3 by 5 in.)

If the child fails to return by the date of probable return indicated on the absence report slip, the case is reported to the attendance office as above prescribed on page 26 (4), and goes through the same procedure as when first reported.

If the parent claims that the child receives private instruction, the following three-by-five form (Plate 14) must be filled out and verified to the satisfaction of the Bureau of Compulsory Education.

PLATE 14. CERTIFICATE OF PRIVATE INSTRUCTION.

Dist. No.

**THE BOARD OF PUBLIC EDUCATION
BUREAU OF COMPULSORY EDUCATION
1522 Cherry Street, Philadelphia**

CERTIFICATE OF PRIVATE INSTRUCTION

(To be filled out and signed by the instructor)

I hereby certify that.....

of.....Street, is being instructed by me in the branches herein named, in accordance with the requirements of the Act of the General Assembly of Pennsylvania, approved May 18, 1911, known as the Compulsory Attendance Law.

Branches taught:

.....

.....Instructor.

.....191.....Street

(Size 3 by 5 in.)

When a child under fourteen is unlawfully absent and the parent does not respond to the notification of the attendance officer, the following form, white in color (Plate 15), known as the preliminary notice, printed in the language of the home, and containing quotations from the law on the back, is sent to the parent.

THE BOARD OF PUBLIC EDUCATION
BUREAU OF COMPULSORY EDUCATION

1522 Cherry Street, Philadelphia

HENRY J. GIDEON

Chief of Bureau

Philadelphia.....191....

M.....

.....Street

You are hereby notified that.....

a child in your charge, residing at.....

who has been absent from.....School

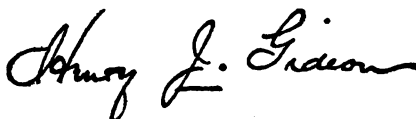
six (6) or more sessions without lawful excuse, must be returned to school and continued in regular attendance as required by law.

If the said child is not returned to school within three school days after the service of this notice, or if said child is absent three days or six sessions during the remainder of the school term without lawful excuse, proceedings will be begun against you as set forth in the Act of General Assembly of the Commonwealth of Pennsylvania, approved May 18, 1911.

For your information Sections 1414, 1416 and 1423 of the law are printed upon the reverse side of this notice.

.....

Attendance Officer.



Chief of Bureau.

THE BOARD OF PUBLIC EDUCATION
BUREAU OF COMPULSORY EDUCATION

1522 Cherry Street, Philadelphia

HENRY J. GIDEON

Chief of Bureau

Philadelphia.....191....

M.....

.....Street

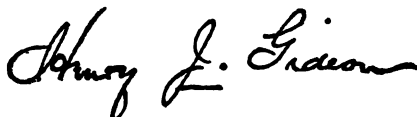
You are hereby notified that.....
a child in your charge, residing at.....
who has been absent from.....School
six (6) or more sessions without lawful excuse, must obtain a legal
employment certificate and work regularly, or be returned to school
and continued in regular attendance as required by law.

If you do not comply with the law within three (3) school days
after the service of this notice proceedings will be begun against
you, as set forth in the Act of General Assembly of the Com-
monwealth of Pennsylvania, approved May 18, 1911.

For your information Sections 1414, 1416 and 1423 of the law
are printed upon the reverse side of this notice.

.....

Attendance Officer.



Chief of Bureau.

The preceding form, buff in color (Plate 16), also containing quotations from the law, is used for the same purpose when a child between fourteen and sixteen, who is eligible for an employment certificate, does not have such a certificate, is not attending school or is illegally employed:

Cases which do not respond to a reasonable amount of effort on the part of the attendance officers or which require charitable or other assistance are known as special cases. After thorough investigation by the special attendance officer of the district, they are referred to the central office for follow up and treatment. The Chief of the Bureau makes further inquiries where necessary and determines the best way to handle them. During September and October, 1912, 188 such special cases were reported to the central office; during November, 221; during December, 68; during January, 243, and during the first ten days of February, 43. This great number of cases, many of them requiring considerable supplementary inquiry and treatment, demonstrates the need for a specially trained staff of experts in social work, similar to the visiting teachers, employed by the Public Education Association of New York City. The following form, primrose in color (Plates 17 and 18), is used for referring and recording such special cases:

This form is filled out on the typewriter by the district clerk and mailed to the central office whenever a case is to be brought to the attention of the Chief of the Bureau. The original report from which this is transcribed is kept on file in the district office. In the first column marked "Rec." under "Treatment" on the reverse of the sheet (Plate 18), the attendance officer checks the

SPECIAL CASE REPORT.
FACE.

PARENTS OR GUARDIAN			DATE OF BIRTH			FIRST NAME			LAST NAME		
			MONTH	DAY	YEAR						
RESIDENCE						GRADE		SCHOOL		DISTRICT	
						PRINCIPAL					
WHITE			DATE OF REPORT			ATTENDANCE OFFICER				CASE NO.	
COLORED			MONTH	DAY	YEAR						

ATTENDANCE RECORD							
DATE OF ADMISSION	SESSIONS SINCE ADMISSION	TIMES REPORTED BY SCHOOL	SCHOOL SUMMARY		TOTAL NO. OF SESSIONS	BUREAU SUMMARY	
			EXCUSED	UNEXCUSED		LAWFUL	UNLAWFUL

PRELIMINARY NOTICE					ABSENCE SINCE NOTICE		
DATE		BY WHOM SERVED		HOW SERVED	LAWFUL	UNLAWFUL	TOTAL
MONTH	DAY	YEAR					

CAUSE OF ABSENCE							
TRUANT CHILD		(b) NEGLECT		ILLEGAL EMPLOYMENT		ALLEGED ILLNESS	
INDIFFERENT PARENT		(c) INDULGENCE		HOME CONDITIONS		MENTAL DEFECTS	
(A) IGNORANCE		(d) DEFIANCE		POVERTY			

COMMENT:

CHARACTER OF CHILD							
NORMAL	TRUANT	TROUBLESOME	INCORRIGIBLE	VICIOUS HABITS	PROBATION	PHYS. DEFECT	MENTALLY DEFECT.

COMMENT:

FAMILY AND HOME CONDITIONS							
DWELLING	APARTMENTS	ROOMS	BOARDING	GOOD	FAIR	POOR	NEGLECTED

COMMENT:

	DECEASED	LIVING ELSEWHERE	EMPLOYED	INVALID	NON-ENGLISH SPEAKING	IGNORANT	INTEMPERATE	VICIOUS	NON-CO- OPERATIVE
FATHER									
MOTHER									

COMMENT:

EMPLOYER				ADDRESS				WAGES	
FATHER									
MOTHER									

COMMENT:

OTHER CHILDREN OR RELATIVES IN FAMILY											
NAME OR RELATIONSHIP		AT HOME	AT SCHOOL	EMP.	WAGES	NAME OR RELATIONSHIP		AT HOME	AT SCHOOL	EMP.	WAGES

COMMENT:

REVERSE.

RECORD OF THE REGISTRATION BUREAU

PREVIOUS PROSECUTIONS

YEAR	NO. OF TIMES	MAGISTRATE	RESULT

HISTORY OF CASE

DATES OF VISITS

SUMMARY OF RESULTS

TREATMENT

	REC.	APP.		REC.	APP.
1. Letter of Warning to Parent or Guardian			(g) Church Aid		
2. Interview { (a) Parent or Guardian			(h) Children's Bureau		
(b) Par. or Guar. with Child			(i) Children's Aid Society		
3. Confer with District Superintendent			(j) Juvenile Aid Society		
4. Refer to Bureau of Health { (a) For Phys. Exam.			(k) Soc. to Protect Child's from Cruelty		
(b) For Men. Exam.			(l) Independent Social Workers		
5. Refer to Social Agency			(m) Germantown Relief Society		
(a) Society for Organizing Charity			(n) Phila. Juv. Ct. & Prob. Association		
(b) Home Missionary Society			6 Refer to Chief Probation Officer		
(c) Union Benevolent Association			7. Prosecution in { (a) For Probation		
(d) Light House			Juvenile Court { (b) For Commitment		
(e) Protestant Episcopal City Mission			8. Prosecution in Magistrate's Court		
(f) United Hebrew Charities			9. Other Special Treatment		

SCHOOL

DISTRICT OFFICE

CENTRAL OFFICE

ATTENDANCE OFFICER

CHIEF OF BUREAU

ENTRY TO BE MADE BY CENTRAL OFFICE

(Size 5 by 8 in.)

treatment he recommends and in the second column, marked "App." the Chief of the Bureau checks the treatment he approves.

In order that the district offices and the schools may be informed of the progress of these special cases, which frequently take some time for adjustment, bulletins are issued from the central office from time to time on the following three-by-five form, Quaker gray in color (Plate 19). This memorandum is made out in duplicate. One copy is filed in the district office and one is forwarded to the school. In order to facilitate typewriting, three forms are printed on one sheet.

PLATE 19. NOTICE OF TREATMENT OF SPECIAL CASES.

Name Date.....

Residence

School..... Dist. No.

Memorandum *in re* Treatment of this Case

(One copy to be filed in the Attendance District Office and one copy forwarded to the school.)

Form 426—Notice of Treatment—Bureau of Compulsory Education—Phila. Public Schools.

(Size 3 by 5 in.)

When a child who has been previously reported to the central office is again reported to the district office by the school, and is found to be unlawfully absent, the following supplementary special report, light green in color (Plate 20), is submitted to the central office, giving the necessary information up to date:

FORM 460 SUPPLEMENTARY SPECIAL REPORT BUREAU OF COMPULSORY EDUCATION PHILADELPHIA PUBLIC SCHOOLS

(Size 5 by 8 in.)

These two forms (Plates 17, 18 and 20), it will be noted, contain not only such information as is necessary for identification and a summary of the attendance record of the child, but also a complete cumulative record of the action taken by the attendance department together with such other information concerning the personal and family conditions of the child as is necessary to treat the case. They also provide for a record of final treatment and such additional comment as is otherwise not provided for.

When a case is presented in a magistrate's court for prosecuting a parent, the following form, salmon in color (Plate 21), is used. This form, together with the special and supplementary reports immediately preceding, contain all the data necessary for presenting a case in court.

PARENTS OR GUARDIAN

DATE OF BIRTH

FIRST NAME

LAST NAME

MONTH DAY YEAR

RESIDENCE

GRADE

SCHOOL

DISTRICT

PRINCIPAL

SCHOOL YEAR ENDING JUNE, 191

CASE NO.

1. COMMONWEALTH, VS.

MAGISTRATE

COURT NO.

CONSTABLE

PROSECUTING OFFICER

WITNESSES

DATE OF { NOTICE WARRANT HEARING CONTINUED HEARING CONTINUED HEARING SETTLEMENT

MAGISTRATE'S DECISION

COSTS

FINE

TOTAL PENALTY

COMMITTED TO PRISON

BOARD OF ED.	DEFENDANT	IMPOSED	REMITTED	DEFAULTED	PAID		NO. OF DAYS	SERVED

COMMENT:

2. COMMONWEALTH, VS.

MAGISTRATE

COURT NO.

CONSTABLE

PROSECUTING OFFICER

WITNESSES

DATE OF { NOTICE WARRANT HEARING CONTINUED HEARING CONTINUED HEARING SETTLEMENT

MAGISTRATE'S DECISION

COSTS

FINE

TOTAL PENALTY

COMMITTED TO PRISON

BOARD OF ED.	DEFENDANT	IMPOSED	REMITTED	DEFAULTED	PAID		NO. OF DAYS	SERVED

COMMENT:

3. COMMONWEALTH, VS.

MAGISTRATE

COURT NO.

CONSTABLE

PROSECUTING OFFICER

WITNESSES

DATE OF { NOTICE WARRANT HEARING CONTINUED HEARING CONTINUED HEARING SETTLEMENT

MAGISTRATE'S DECISION

COSTS

FINE

TOTAL PENALTY

COMMITTED TO PRISON

BOARD OF ED.	DEFENDANT	IMPOSED	REMITTED	DEFAULTED	PAID		NO. OF DAYS	SERVED

COMMENT:

The following form of warrant is also used in the prosecution of all magistrates' court cases (Plate 22) :

PLATE 22.

WARRANT.

FACE.

City of Philadelphia, ss.

The Commonwealth of Pennsylvania

To any Police Officer or Constable of Said City, Greeting.

You are hereby commanded to take the body of

if he be found in the said City, and bring before me,
....., Magistrate of Court No. of the City of Philadelphia, to
answer the Commonwealth of a Charge of Violation of Act of General Assembly,
approved May 18th, 1911, P. L., P. 309 (Compulsory Education Law), which charge is
founded on the Oath of
and for so doing this shall be your warrant.

In witness whereof, I have hereunto set my hand and affixed
the official seal of said Court, the
day of A. D. 191

Magistrate of Court No.

Form 468 Warrant

Bureau of Compulsory Education

Philadelphia Public Schools

WARRANT.
REVERSE.

City of Philadelphia, ss.
Personally appeared before me, the subscriber,
Magistrate of Court No. _____ of the said City _____
who being duly sworn according to law, doth depose and say, on information received and to the best of his know-
ledge and belief, that _____
did violate the Act of General Assembly, approved May 18th, 1911, P. L., P. 309 (Compulsory Education Law),
and further deponent saith not.

Sworn and subscribed to before me this }
_____ day of _____ A. D. 191 _____ }
_____ 1522 CHERRY STREET

_____ Magistrate of Court No. _____

COMMONWEALTH

VS

Sur charge of
VIOLATION of Act of General Assembly,
approved May 18th, 1911, P. L., P.
309 (Compulsory Education Law).

No special forms are used for presenting cases in the juvenile court, other than the special case reports shown in Plates 17, 18 and 20.

All special cases are treated under the immediate supervision of the Chief of the Bureau, and a special officer, trained in handling them, takes charge of all court cases. Special records are permanently filed in the central office. The form on page 43 (Plate 23) is used for maintaining a chronological record of action taken in all special cases. It is most helpful, not only as an index to all records in the files applying to the case, but also as a brief summary, furnishing at a glance a resumé of the case.

In addition to the special cases reported to the central office from the district offices there are many cases reported from outside agencies such as settlements, immigrant authorities, etc. There are also children found upon the street and children refused employment certificates who must be followed up and returned to school. To deal with all such miscellaneous cases as well as such inquiries emanating from the central office as require replies, the form on page 44 (Plate 24), pink in color, known as the Special Inquiry Slip is used. This form is filled in on the typewriter in triplicate. One copy is retained in the central office and two are forwarded to the district office. One of these is there filed as a permanent record of the inquiry, and the other is forwarded to the central office with the reply.

PARENTS OR GUARDIAN	DATE OF BIRTH			FIRST NAME	LAST NAME	
	MONTH	DAY	YEAR			
RESIDENCE				GRADE	SCHOOL	DISTRICT
				PRINCIPAL		

CASE NO.

MONTH	DAY
-------	-----

PARENTS OR GUARDIAN		DATE OF BIRTH			FIRST NAME	LAST NAME
		MONTH	DAY	YEAR		
RESIDENCE					GRADE	SCHOOL
					DISTRICT	
					PRINCIPAL	
DATE REPORTED		INVESTIGATED		RETURNED TO CENTRAL OFFICE		RECEIVED AT CENTRAL OFFICE

To THE ATTENDANCE OFFICER—Record the result of your investigation on the face of this form. Sign the report and return it to the District Office.
To THE DISTRICT CLERK—File this report in the District Office and forward a copy to the Central Office.

III. Issuing Employment Certificates.

Provisions of the Law Concerning Employment Certificates.

Under the child labor law of Pennsylvania, children between the ages of fourteen and sixteen years may obtain employment certificates upon producing proof of age as required by law, and demonstrating their ability to read and write English intelligently. There is no provision, however, as in the New York State law, for a minimum amount of schooling and number of days attendance immediately preceding the application for the employment certificate, although a bill is now being urged in the Legislature embodying these among other desirable features. The administration of the law is therefore somewhat simpler in Pennsylvania than in New York. It is in the hands of the public school authorities, and in Philadelphia, this authority is delegated to the Bureau of Compulsory Education.

The law requires that the official authorized to issue employment certificates demand and, if possible, obtain proof of age as follows:

“1. A birth certificate, or baptismal certificate, or passport, or other official or religious record of the minor’s age or a duly attested transcript thereof.

“2. In the event that none of these is obtainable, he may accept, in lieu thereof, a record of the age as given on the register of the school the minor has attended.

“3. In the absence of such record, he may accept the affidavit of the minor’s parent or guardian, or other person, which affidavit he is empowered to administer.”

Method of Issuing Employment Certificates.

A Bible record of birth, a Bar Mitzva record certified by an accredited Rabbi, or a life insurance policy of long standing is accepted as proof of age if the evidence submitted is satisfactory to the Bureau. A child born in Philadelphia may secure a copy of the birth record from the Bureau of Health through the central

office of the Bureau of Compulsory Education. A number of forms are provided by the Bureau for securing the proof of age in the several ways mentioned above.

In addition to this proof of age, every pupil of the public schools who applies for an employment certificate is required to present the following school record of birth (Plate 25). The provisions of the child labor law applying to the issuance of employment certificates are printed on the back of this card.

PLATE 25. SCHOOL RECORD OF BIRTH.

Last Name	First Name	White Colored	Grade
Birth—Date		Place	
Parent or Guardian		Residence	
I certify the above to be an exact transcript from the registration card of the child herein named.			
Date	191	School, District No.	
Signature of Child	(Do not write below this line)		Principal
Emp. Cert. No.		Proof of Age Accepted	
Issued	191		

How to Secure an Employment Certificate.—This card must be presented *in person* by the Child to whom the certificate is to be issued at the **Bureau of Compulsory Education, 1522 Cherry Street**. Proof of age as specified in the law (see other side) must also be presented at the time application for certificate is made. Certificates are issued free of charge. The presence of the parent is not required except to make affidavit in case proof of age is not obtainable.

Form 16—School Record of Birth—Bureau of Compulsory Education—Philadelphia Public Schools.

(Size 3 by 5 in.)

A somewhat simpler form is used for pupils applying for employment certificates after the close of school term and for children who have not been in attendance in the public schools.

The following form (Plate 26) is made out for all children securing employment certificates and is filed in the attendance office in the district in which the child resides and serves as the basis for the periodic investigation of such cases by attendance officers. Its use is clearly indicated by the instructions printed on the back of it.

PLATE 26.

EMPLOYMENT RECORD.

NAME		WHITE COLORED		GRADE			
DATE OF BIRTH		RESIDENCE					
SCHOOL		DIST. NO.					
EMP. CERT. NO.		DATE OF ISSUE					
EMPLOYER		HOW EMP.	WAGES	DATES			OFF. NO.
NAME	ADDRESS			EMP.	DISC'D	INV'T'D	

FORM 422. EMPLOYMENT RECORD. BUREAU OF COMPULSORY EDUCATION. PHILADELPHIA PUBLIC SCHOOLS.

(Size 3 by 5 in.)

CHILDREN HOLDING EMPLOYMENT CERTIFICATES

This case is to be investigated by the Attendance Officer.
If the child is not legally employed, he must be returned to school.

If the child is legally employed, the Attendance Officer will notify the school to drop the name, using Form 74 or Form 82.

In recording "How Employed" the following code is to be used:

How Employed

Code Number

1. In stores (cash boys, errand boys, etc.).
2. In office (clerk, office boy, etc.).
3. Messenger (outdoors, *e. g.*, telegraph, delivery service, etc.).

4. Factory work (laundries, foundries, mills, etc.).
5. Street trades (newsboys, peddlers, bootblacks, etc.).
6. Skilled trades (painter, paper-hangers, plasterers, plumbers, metal workers, etc.).
7. Service (servants, waiters, housemaid, etc.).
8. Housework at home.
9. Miscellaneous.

This record is to be filed in the Attendance District Office.

When a child is refused an employment certificate the fact is recorded on the Special Inquiry Slip (Plate 24) and is sent to the attendance office in the district in which the child resides and serves as the basis for following up by the attendance officers.

In case an employment certificate is lost, a duplicate can be secured by presenting the following form (Plate 27) duly attested:

PLATE 27. AFFIDAVIT FOR SECURING DUPLICATE EMPLOYMENT CERTIFICATE.

(TO BE SWORN TO BEFORE A NOTARY PUBLIC BY THE PARENT OR GUARDIAN.)

STATE OF PENNSYLVANIA }
COUNTY OF PHILADELPHIA }

.....being duly sworn according
to law, deposes and says that.....is the.....
(Parent or Guardian.)
of.....to whom an Employment
Certificate was issued.....191....., which Certificate
has since become lost, mislaid or destroyed.

SWORN AND SUBSCRIBED before }
me thisday }
of.....A. D., 191..... }

.....
Signature of Parent or Guardian

.....
Signature of Notary

Form 445 Affidavit.

(Size 3 by 5 in.)

IV. Tabulating and Checking Up Results.

The work performed by the Bureau of Compulsory Education is recorded, summarized and checked up in the following way:

1. *Monthly School Record.*

In each district office a record of the cases investigated for each school in the district is kept on the form shown on the following insert (Plate 28), known as the Monthly School Record. Blue is used for public schools and salmon for all others. This record is compiled daily in the district office by the district clerk, totaled at the close of the month, and filed as a permanent record in the district office. It will be noted that the arrangement of items across the top of the sheet follows exactly the summary in the cumulative record on the absence report slip, with each heading subdivided, *e. g.*, A1, A2, A3, A4, etc., according to the code prescribed in the list of instructions for filling in the absence report slip. (See Plate 10, page 24.)

This form is also used for summarizing the annual record of each school, by entering the totals for each month in the spaces provided for the daily entries. This makes it possible to find at any given time, in any district office, the amount of work accomplished to date for any particular school. As these forms are filed *flat* in a loose-leaf book designed for the purpose, their use is very simple.

2. *Miscellaneous Case Record.*

All cases received from the central office or from other sources, which are not cases of absence in schools within the district, are known as miscellaneous cases and are entered daily in the district offices on a form of the same size as the preceding one, but calling simply for the name of the child, age or date of birth, parents or guardian, residence, school attended, by whom reported, particulars of the case and a summarized statement by the district office with the date and number of the attendance officer.

3. *Monthly District Report.*

A record of the work of the district is forwarded to the central office at the close of each month, on the form shown on Plate 29, known as the Monthly District Record. White is used for public schools and buff for all others.

This form is a transcript of the summaries of the Monthly School Records. It is made out in duplicate, one copy being kept in the district office and one forwarded monthly to the central office. It is thus possible to determine readily in the office of any particular district the work of that district to date, and in the central office the work of the entire city to date.

As in the case of the preceding form, this form may be used for compiling totals for larger units than those actually prescribed. It is used to compile the annual report of the district by entering month by month the records for the whole district instead of the totals for schools; to compile the monthly record for the entire city by entering in place of the name of the school the totals for each of the ten districts, for compiling the annual report for the entire city by entering each month in place of the name of the school the total monthly cases for the entire city and then totaling these for the entire year.

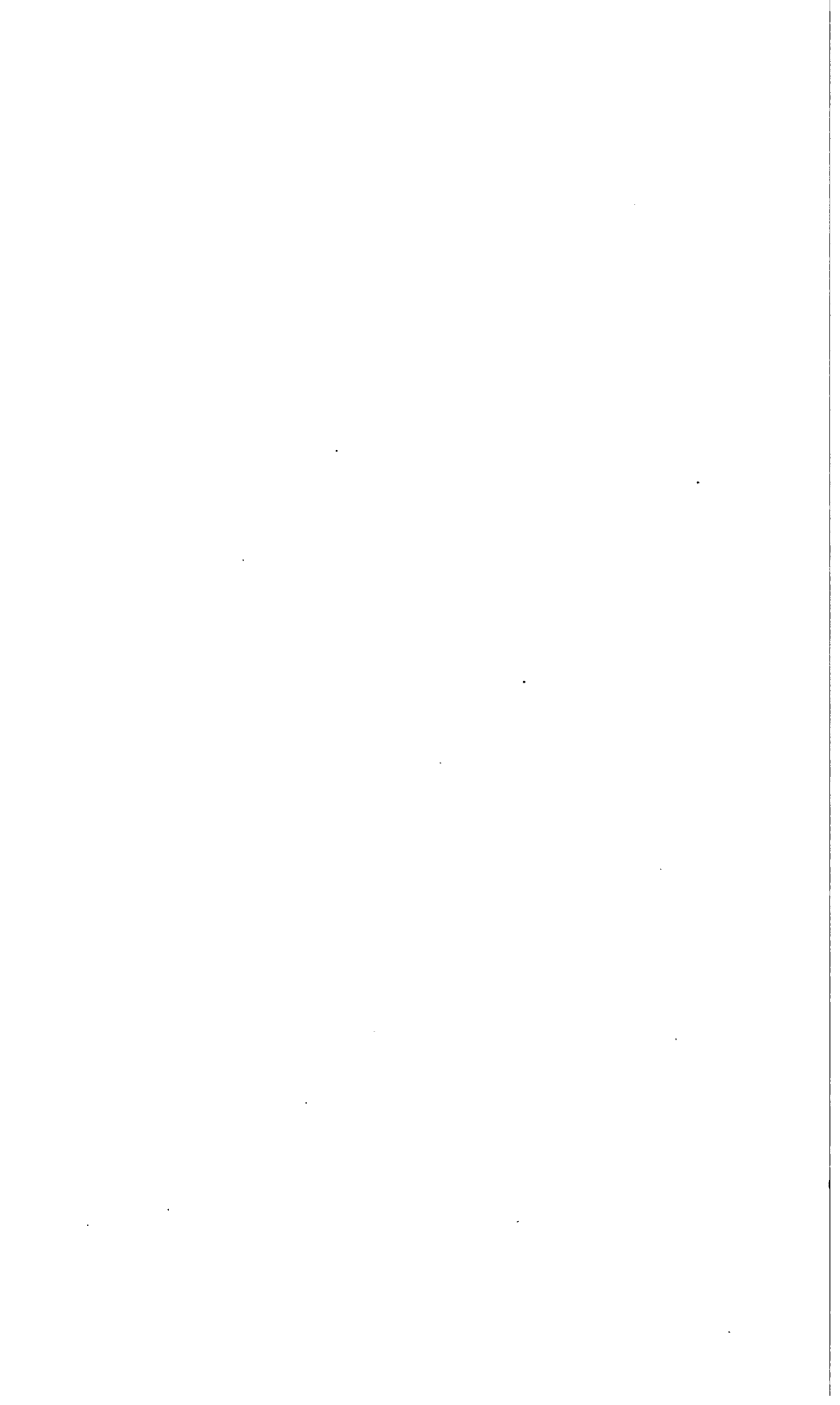
4. *Attendance Officers' Time Reports.*

The work of the attendance officers is very thoroughly followed up by the use of the following time reports:

(a) DAILY TIME REPORT.

Each officer is required to keep an accurate account of the distribution of his time on the form shown on Plate 30, known as the Daily Time Report.





FOLD HERE

INSTRUCTIONS

1. Record opposite Item 1 in the "Hour" column under "From" the time of beginning work and under "To" the time of completing the item. Thereafter leave column "From" blank, except when the lunch hour, or some other item of personal business, makes a break in the time.

It will be noted that each separate piece of work, known as Item 1, 2, 3, etc. (see left hand column), is not only to be described, but the actual time spent upon it kept. This form serves as a basis for checking up the work of an inefficient officer and equalizing the work in congested and outlying districts as well as a chronological record of the office work for purposes of reference. It has also proved exceptionally valuable in other ways. For example, it was found that so much of the attendance officer's time was taken up in purely clerical work that the city was not receiving the full value of the services they were intended to perform. It was estimated, by calculating the number of minutes spent in a year on such work, that if the attendance officers were relieved of clerical duties, the purely attendance work could be accomplished by a staff of five less than were then actually employed. This meant an expenditure of \$5000 a year less in salaries of attendance officers. In order, however, to provide for the clerical work from which these officers were relieved, it was estimated that a clerk in each district would be needed. Ten clerks at \$500 were therefore employed for the \$5000 released by the dismissal of the five attendance officers, and the organization was thereby strengthened and systematized without a single dollar of additional expense to the city. Again, since the introduction of the clerks into the district office, the time sheets have shown that certain work of attendance officers, capable of being done as accurately by mail as by visiting the schools, could be done more cheaply in the former way. It was found, for example, that \$5000 worth of attendance officers' time could be cared for by an expenditure of \$1500 for postage.

On the reverse of this time sheet, will be noted the space for further particulars regarding the items of work, and the following detailed list of instructions for filling in the form.

1. Record opposite Item 1 in the "Hour" column under "From" the time of beginning work and under "To" the time of completing the item. Thereafter leave column "From" blank, except when the lunch hour, or some other item of personal business, makes a break in the time. In such cases record under "From" the time of resuming work.
2. Do *not* record time in going to and returning from your district, nor time for lunch or other personal business.

3. Record under "Travel" the time taken in securing your warrant. Take for this purpose no more time than is absolutely necessary.

4. Do not spend time in "street work" unless it is to locate and place in school a particular child. Record in each instance, under "Particulars of work," the name and address of such child and the result of your efforts.

5. Record under "Office" all time spent in clerical work, specifying under "Hour" the time of day so occupied. Use separate items to record the time spent upon each kind of work (cards, monthly reports, letters, etc.). Specify under "Particulars of work" the nature of the clerical service.

6. When the space under "Particulars of work" is insufficient, mark the item number with a * and complete the record on back of the sheet.

7. If it becomes necessary, during your day's work, to use the street cars, indicate the item number by a * and record on the back of the report the item number and amount of car-fare spent. Do not include the amount spent in going to and returning from your district.

8. Be careful to total all columns under "Time Distribution" and verify the vertical and horizontal additions to see that they agree exactly.

9. Make a report for six days in each week, except when a holiday occurs.

10. Each morning submit to the clerical assistant of the District Office your time report for the preceding day.

(b) DAILY SUMMARY OF TIME REPORTS.

This Daily Time Report is made out by the attendance officer as he performs each item of work, and is returned to the attendance district office on the morning of the following day. The reports of the several offices are immediately checked up by the district clerk, and a summary of the work of the day for the entire district is made on the following form (Plate 32), known as the Daily Summary of Time Reports, a duplicate of which is sent to the central office.

The use of this form makes it possible to ascertain at any time the distribution of the time of the attendance staff throughout the city and enables the Chief of the Bureau to locate readily and strengthen where necessary the weak spots in his system.

Day and Date

Rec'd Central Office

(AT THE CLOSE OF EACH DAY FORWARD TO THE CENTRAL OFFICE THE REPORT FOR THE PRECEDING DAY)

[illegible]

REMARKS:

District Clerk

Form 444. Daily Summary of Time Reports. Bureau of Compulsory Education. Philadelphia Public Schools.

(c) MONTHLY TIME REPORT.

In addition to this daily summary for the entire district staff, a monthly record of each attendance officer's work is kept on the following form (Plate 33), known as the Monthly Time Report.

It will be noted that this form, as well as the daily summary form above described, follows exactly the classification of material given on the original daily time sheet and calls for nothing more than a transcript of the totals of such daily time sheets to the line indicated for the dates to which they apply.

As in the case of all other records in the Bureau, this form serves a wider use than that specifically prescribed. It is used when so desired to tabulate the monthly record for the district; the annual record of any given officer; the annual record of the district; and the monthly and annual reports of the city as a whole.

The work of the attendance officers in taking the school census is followed up by similar forms, but, as there is no new idea contained in them, the differences being merely in detail of headings, they are not here given.

Dist. No.

BUREAU OF COMPULSORY EDUCATION

1522 CHERRY STREET

TIME REPORT

Office No.

(FORWARD TO CENTRAL OFFICE AT CLOSE OF MONTH)

For month of..... 191

Rec'd 191

Day of Month	Hour	RECORD BELOW AT THE CLOSE OF EACH DAY THE TOTALS OF THE TIME REPORT FOR THAT DAY																		
		NUMBER OF MINUTES ENGAGED						NUMBER OF ITEMS OF WORK												
		Began	Fin'd	School	Home	Employer	Street	Court	Office	Travel	Total	School	Home	Employer	Street	Court	Office	Total	Carfare	
1																				
2																				
3																				
4																				
5																				
6																				
30																				
31																				
TOTALS																				

RECORD BELOW SUCH SPECIAL INFORMATION IN REGARD TO THE PARTICULARS OF WORKS OF ANY DAY AS MAY BE NECESSARY

I hereby certify that this report is correct.

Conclusions.

While the Bureau of Compulsory Education of Philadelphia is still in process of reorganization, its present system of administration has been sufficiently perfected to be worthy of careful consideration by those who are interested in the attendance problem in New York City. Among the more important features of this system deserving special attention are the following:

1. Uniformity in records, reports and procedure throughout the city, insured by specific printed instructions accompanying all forms.

2. Accuracy and facility in preparing and handling these records and reports, due to:

(a) A system of "interlocking" forms, from the roll-book to the annual report, which permit of ready and accurate transcription of data from one to another without rearrangement or resegregation. This is especially illustrated by the roll-leaf, the absence report slip, the special case records, the monthly school record and the monthly district record.

(b) The use of standard filing sizes, and distinguishing colors for such permanent factors as sex, different type of schools (public or private) and the purpose for which the form is used.

(c) An adequate clerical staff, responsible for specific work in the central and district offices.

3. Thorough handling of special cases and prosecution of court cases, secured by:

(a) Cumulative records, containing comprehensive data and court evidence.

(b) Direction of action taken upon special cases from the central office by the Chief of the Bureau.

(c) Presentation of court cases by a specially trained officer.

(d) Permanent filing of all special records in the central office.

4. Economy in time and expense in conducting the field work secured by:

(a) Eliminating unnecessary investigations by a preliminary "weeding-out" of "excused" absences by teachers and principals.

(b) Eliminating unnecessary visits to the schools and saving time in securing information by a wide use of the mail and telephone. Specific instances of the value of the mail have already been given. The value of the telephone is equally as great. Every public school in Philadelphia is equipped with telephone service, so that all parts of the system are in immediate touch with each other. Without such telephone service it would be impossible to handle many cases efficiently and the whole school system, not only in the attendance department, but in every other department, would be seriously handicapped. This is a point worthy of very careful consideration by the New York authorities.

5. Close supervision of the field work of attendance officers, secured by requiring:

(a) Direct responsibility to the Chief of the Bureau, rather than to the district superintendent.

(b) Daily reports of the time spent upon the several items of work.

6. Equitable distribution of work amongst districts and officers, based upon accurate detailed information concerning the number and character of items of work and the time spent upon them.

The most important feature of the Philadelphia system, perhaps, is the centralization of authority and responsibility in the Chief of the Bureau. This official devotes his entire time to the work. He supervises directly the office and attendance staff and takes the initiative in securing a working relation between school superintendents, principals, teachers, and social agencies. He is thus able to correlate the work of the attendance department with that of other school departments in charge of special classes, medical inspection, school nurses, trade and evening schools, etc., when the work of these departments bear upon the problem of attendance. For example, no child can be permanently dropped from the roll of a public school without the permission of the attendance department. It is frequently necessary, therefore, to determine officially, through the Department of Medical Inspection, the mental or physical incapacity of the child, and either send it to a spe-

cial class within the school system or insure its admission to a private or charitable institution. The task of working out a harmonious policy in the enforcement of compulsory education, therefore, is not left to a number of widely scattered district school superintendents who are naturally absorbed in other important duties. Nevertheless, while authority and responsibility are thus centralized in the Chief of the Bureau, the actual administration of both the census and compulsory attendance work is decentralized, each of the ten school districts serving as a unit of administration.

Another important feature of the Philadelphia system is the centralization in one Bureau of the three-fold function of enumerating the census, enforcing school attendance, and issuing employment certificates. In New York City, these three functions are performed by independent departments. The census is enumerated by the Permanent Census Board; regularity of attendance is enforced by the Division of Compulsory Attendance of the Department of Education, and employment certificates are issued by the Department of Health. This division of authority and responsibility results in a recognized waste of time and money and a needless confusion in handling cases that could be more simply treated under a centralized organization. For example, it is much easier in Philadelphia than in New York to follow up non-enrolled pupils, since the census enumeration can be readily compared with the school registration and discrepancies followed up immediately, without the delay that inevitably occurs when cases are referred back and forth from one department to another. Again, it is much easier for a single department to issue employment certificates and see that the conditions on which they are granted are obeyed than it is for two independent departments to perform separately these functions.

The fact that the census in Philadelphia is taken annually, rather than continuously, and that the Pennsylvania law covering employment certificates is not so comprehensive as the New York law, does not militate against centralizing the treatment of all phases of the problem of compulsory education in one department. There is every reason to believe that with an adequate staff the Bureau of Compulsory Education of Philadelphia could

This pamphlet is one of the publications of the

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